

**EMSA POLICY FOR THE PROVISION  
OF FEDERAL BLOCK GRANT  
FUNDING TO LOCAL EMS AGENCIES**

JUNE 2001  
EMSA #105

**FUNDING OF SPECIAL PROJECT GRANTS  
FOR LOCAL EMS AGENCIES WITH  
FEDERAL BLOCK GRANT MONIES**

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June 2001

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# Chapter 1

## Purpose and General Funding Policies

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### 1.1 Introduction

#### Purpose of Policy Document

This document has been prepared to inform potential local EMS agency (LEMSA) applicants of the funding criteria, eligibility requirements and allocation methodology used to distribute the Federal Block Grant funds, and to assist the LEMSAs with the preparation of proposals for Federal Block Grant funds allocated by the Emergency Medical Services Authority (EMS Authority). In addition to providing guidance in the preparation of the grant proposal, this document also sets forth the grant management and reporting policies LEMSAs are required to follow as a condition for receiving Federal Block Grant funds.

#### EMS System Development Importance

A coordinated statewide EMS system provides day-to-day emergency medical care and forms the basis for any disaster medical response. The appropriate and timely provision of emergency medical care is an overall benefit to society. Without this care, unnecessary morbidity and mortality will occur which, in addition to increased human suffering, results in increased health care costs and loss of public revenue. Although delivering emergency and acute critical care is the most expensive of all medical services, promotion of a coordinated system for this care results in optimal utilization and allocation of health care resources and overall decreased health care expenditures.

It is the goal of the EMS Authority that all Californians are served by an EMS system that:

- is easily accessible and available to all persons needing emergency care;
- includes a comprehensive range of services;
- provides high quality care;
- has an efficient and cost-effective management structure;
- provides public education and information;
- has adequate personnel training programs;
- is responsive to local needs; and,
- provides for coordination of medical mutual aid at local, regional, state, and federal levels in the event of a disaster.

### 1.2 Funding of Local EMS Systems

Section 1797.200 of Division 2.5 of the Health and Safety Code permits a county to develop an EMS program. Each county developing an EMS program must designate a

LEMSA which shall be the county health department, an agency established and operated by the county, an entity with which the county contracts for the purposes of administration, or a joint powers agency. Funding for the operation of LEMSAs is generally the responsibility of the county establishing the EMS program. In California, the development of EMS systems has been varied as a result of the state's large size, geographical features, diverse population distribution, and differing availability at the local level of adequate finances and other resources. In an effort to promote the development and improvement of EMS systems, the EMS Authority utilizes federal block grant funding to provide grants to LEMSAs for the development, improvement, and evaluation of local and regional EMS services.

### **1.3 Funding Eligibility**

For each Fiscal Year, LEMSA projects funded using the federal block grant monies will be contingent upon the LEMSAs following all applicable state and federal statutes, regulations, and guidelines including but not limited to the following:

1. Each LEMSA requesting funding must have on file with the EMS Authority a current board approved EMS plan that addresses all of the components of an EMS system as defined in Section 1797.103 of the Health and Safety code.
2. Each LEMSA that has implemented a trauma care system must have submitted a trauma care system plan to the EMS Authority in compliance with Section 1797.257 of the Health and Safety Code.
3. Each LEMSA that has implemented a Public Safety Defibrillation program must have on file with the EMS Authority a current annual report, in compliance with Section 100021 (c) (8) (A)(B) of the First Aid Standards for Public Safety Personnel, California Code of Regulations (Title 22).
4. Each LEMSA that has received special project grant funds for data system development and each regional EMS agency that receives State General Fund support monies must be regularly providing to the EMS Authority, data that conforms with the EMS Authority's California EMS Data Systems Standards and the California State Uniform Prehospital Data Set.
5. Each LEMSA must be providing coordination of local medical and hospital disaster preparedness and response activities in cooperation with the EMS Authority and other local, state, and federal entities, in compliance with Section 1797.151 of the Health and Safety Code.

Any LEMSA that does not comply with the above list of requirements will not be eligible to receive Federal Block Grant funds awarded by the EMS Authority.

#### 1.4 Federal Block Grant Funded Projects

Federal Block Grant funds are allocated to LEMSAs annually for special projects to develop, implement, and improve local and state EMS capabilities that have been identified as needs in the LEMSA's EMS plan and through annual evaluation, and input from the EMSAAC Grant Advisory Committee.

**NOTE:** Federal Block Grant Funds will not be allocated to any multi-county agency receiving State General Funds for the purpose of fulfilling objectives required under the State General Fund eligibility criteria.

#### 1.5 Funding Restrictions

Section 1904 of Part A of title XIX of the Public Health Services Act permits the use of federal block grant monies for "Activities consistent with making progress toward achieving the ... year 2000 health objectives ... ". With respect to EMS systems, Section 1904 specifically permits the use of federal block grant monies for "Feasibility studies and planning for emergency medical services systems and the establishment, expansion, and improvement of such systems ...related planning, administration, and educational activities ...monitoring and evaluation of activities..."

The following restrictions apply to the use of the federal block grant monies:

1. The federal block grant monies may **not** be used to supplant local or state funding for EMS programs.
2. The federal block grant monies may **not** be used for the provision of direct EMS services.
3. The federal block grant monies may **not** be used for the purchase of equipment for the operation of the EMS system. **Exception:** With the approval of the EMS Authority, the federal monies may be budgeted and used for up to 50% of the costs for communications equipment for the local EMS system.
4. The federal block grant monies may **not** be used as a required local match for state or other federal monies.

#### 1.6 RFP Process for New Special Project Grants

The EMS Authority determines the Request for Proposal (RFP) process for each FY based upon advice from the EMSAAC Grant Advisory Committee for new special projects. An



RFP is distributed to all LEMSAs in Oct/Nov of each fiscal year. These projects will be funded using monies from Federal Block Grant (also known as the Preventive Health and Health Services Block Grant) which are distributed annually to the states by the Center for Disease Control, after the funds are appropriated through the federal budget process.

### **1.7 Proposal Review Process**

- The EMS Authority uses a competitive grant selection process.
- A review committee consisting of 8-10 reviewers will be convened in Sacramento or a centralized location. The committee may consist of EMS administrators, medical directors, and subject experts as determined appropriate by the EMS Authority. Individuals will not serve on the committee for which their LEMSA has submitted an application or for which they have any other conflict of interest. There will be one primary and one secondary reviewer for each grant application. They will review in depth and present the project to the whole committee. All proposal review committee members will have copies of all the proposals being reviewed by the proposal review committee.
- The reviewers will make their recommendations for each proposal. All proposals will be scored and ranked by the review committee member. A copy of the score sheet that will be used to score each proposal is attached (**See Attachment A**).

### **1.8 Appeals Process**

A LEMSA may file a written appeal of the EMS Authority's decision to not approve a proposal for funding, to fund at a lower level than requested or to modify the project objectives(s) as a condition for funding a grant. A notice of appeal must be filed with the EMS Authority, 1930 9<sup>th</sup> Street, Sacramento, CA 95814, within five (5) working days after the proposed awards are announced. Within five (5) working days after filing the notice of appeal, the protesting bidder must file with the EMS Authority a full and complete written statement specifying the grounds for the appeal. The decision and recommendations reached by the review committee are not grounds for appeal. The Director/Chief Deputy Director will review all information submitted with regards to the appeal and render a written decision regarding the appeal within thirty (30) working days. The decision of the Director/Chief Deputy Director of EMSA shall be final.

### **1.9 Proposal Feedback**

EMSA's Contract Manager will provide a summary of the review committee's comments for each proposal to help applicants improve future proposals for funding.

### **1.10 Second Year Grants**

A limited number of projects may be initially approved as two year projects when one year would not be sufficient to adequately complete a particular objective or objectives. The second year funding of projects that were approved for two years in the initial project review and selection process will be subject to a simplified review by EMSA staff only and will be funded (without having to repeat the competitive review process) if the project is progressing satisfactorily and all eligibility requirements are being met.

Second Year Grant proposals must meet all other requirements delineated in this document.

### **1.11 Determination of Grant Amounts**

The EMS Authority will make the final selection of projects to be funded. Funds will be allocated according to the committee's ranking of the proposals and the need as determined by the EMS Authority. Amounts allocated will be related to the appropriateness of the budget, the potential benefit, and the availability of funds.

### **1.12 Notice of Approval**

Once the Governor announces the awards, the applicant agency will be notified by the EMS Authority if a project has been approved/disapproved.

# Chapter 2

## Proposal Preparation & Application Process

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### 2.1 Grant Proposals

All grant proposals must include the following items in the order presented below.

1. Proposal Cover Checklist
2. Summary Sheet
3. Problem/Needs Statement
4. Project Description
5. Proposed Objectives
6. Implementation Timetable and Milestones
7. Project Evaluation Plan
8. Statement of Intent
9. Budget
  - Budget Categories
  - Budget Detail/Narrative
10. Organizational Chart
11. Letter(s) of Support

Instructions for completing each of these sections are detailed on the following pages. A sample for each of the proposal components is attached to assist you in the preparation of your proposal. The samples were taken from an actual EMSC proposal that was highly rated by the proposal review committee.

### 2.2 Proposal Cover Checklist

The proposal check sheet is intended as a tool to help the LEMSAs insure that each proposal is complete and to help EMSA's Contract Manager sort the proposals. It must be completed and all items answered. A copy of the check sheet is attached (**See Attachment B**).

### 2.3 Summary Sheet

Please complete all items on the summary sheet and attach to the top of each proposal. A copy of the summary sheet is attached (**Attachment C**).

### 2.4 Problem/Needs Statement

A clearly worded problem/needs statement is one of the most important parts of your proposal. It should be carefully written so as to fully describe the problem and its impact,

ramifications, etc. The problem to be addressed must either have been identified as a need in the LEMSA's most recent EMS plan or address a pressing new need that has developed since the last plan update was submitted.

Applicants should provide pertinent data that identify and clarify the problem. The following are examples of data categories that might be provided, assuming that such information is available and relevant:

- patient factors
- clinical problems
- population covered
- geographic area served
- service delivery factors
- local involvement
- under-served populations targeted

A completed problem/needs statement should contain a narrative description that is supported by objective(s) and quantitative data when available. A sample Problem/Needs Statement is attached (**See Attachment D**).

## **2.5 Project Description**

This section is very important. Provide a narrative description of the proposed project. The scope of the project design should flow logically from the problem/needs statement. This section should discuss the anticipated accomplishments of the project in general terms. The project description should also identify projects with statewide applicability. A sample Project Description is attached (**See Attachment E**).

## **2.6 Project Objectives**

Since the contracts for funded proposals will generally be for a twelve (12) month period coinciding with the State fiscal year, July 1 through June 30, proposals should describe measurable objectives that can be completed during that period. The project time period must be specified for each objective.

Each proposal must contain clearly stated objectives. The objectives must specifically state what will be accomplished and must identify quantifiable criteria by which the success of the project will be measured. Each objective should be numbered and must describe specific activities to be undertaken to complete the objective (e.g. Objective 1, Activities 1.1, 1.2, 1.3, etc.). Each objective must specify the resources that will be needed to complete that objective, and must describe the methodology that will be used to evaluate the outcome of the objective. Objectives should be attainable using the resources requested in the project budget. If a project has statewide applicability, the project must include an objective to

distribute copies of the final product(s) to all LEMSAs.

The following guidelines for writing objectives should be adhered to:

- The objective should be realistic and attainable.
- Each objective should specify a single key result to be accomplished.
- Each objective should be stated in an easy to understand and measurable form.

**Be sure to quantify all objectives.**

A sample of project objectives is attached (**See Attachment F**).

## **2.7 Implementation Timetable and Milestones**

Each of the objectives must have a specified completion date. If an objective consists of multiple activities, a completion date should be specified for each activity. A sample Implementation Timetable and Milestones Chart is attached (**See Attachment G**).

## **2.8 Project Evaluation**

An objective method of evaluating the project should be specified. In essence, the purpose of the evaluation is to measure the degree to which the project achieves its stated objectives.

Well-written objectives help structure the evaluation. The evaluation consists of comparing the project objectives (i.e., what was planned) with the actual project outcome. The evaluation plan shall:

- State the major evaluation question (i.e., objectives) to be answered by this project.
- Specify a measurable means of identifying ongoing progress (i.e., performance indicators).
- Identify the data to be used in the evaluation.
- Identify the person or position responsible for the evaluation.
- Measure benefits in terms of project impact or other identifiable criteria, when appropriate.
- Assess cost effectiveness, when appropriate.

A sample Project Evaluation is attached (**See Attachment H**).

## **2.9 Statement of Intent**

Indicate the LEMSAs intent to incorporate and continue any program developed by the project. This statement should be based on a consideration of continuing program cost. A sample Statement of Intent is attached (**See Attachment I**).

## **2.10 Budget**

Each proposal must include a separate section titled "Budget". The budget must cover the entire period of expected project operation. The proposed budget must show by line-item the proposed costs and resources to be used for the project. A copy of the budget forms, including a budget summary and budget detail/narrative is attached (**See Attachment J**).

## **2.11 Organizational Structure**

Each proposal must include an organizational chart of LEMSA staff and must identify by title, name, FTE, and qualifications, any staff who will be paid by the project.

## **2.12 Letter(s) of Support**

Letter(s) of support from the agencies and organizations with direct programmatic involvement must be submitted with the proposal if the proposed project would involve any other agencies or organizations.

## **2.13 Submission of Proposal**

One original proposal and **six (6)** copies must be forwarded to the EMS Authority. **Please do not bind or three hole punch the proposals**, as various sections of funded proposals will be incorporated into the contract(s).

EMS Authority staff are available to help at any stage in the preparation of the proposal.

# Chapter 3

## Allowable Costs

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### 3.1 General

This chapter sets forth basic principles for determining allowable costs under the Federal Block Grant Program.

The application of these principles is based on the fundamental premise that:

- (a) In order to be “allowable”, costs must be compatible with the applicable federal and state requirements:
  - OMB Circular A-87; Cost Principles for State and Local Governments, as revised; and,
  - State Contracting Manual.
- (b) Applicant agencies are responsible for efficient and effective administration of the system through the application of sound management practices; and,
- (c) Expenditures are consistent with objectives identified in the contract.

Only those budgeted costs identified in the contract that appear in the contractor's accounting records and are supported by proper source documentation are eligible for reimbursement.

Federal local assistance funds are provided on a reimbursement basis after the expense has been incurred and upon submission of a reimbursement claim.

Costs incurred under one contract shall not be shifted to another contract.

### 3.2 Eligibility Requirements

To be eligible for reimbursement under the Federal Block Grant Program, costs must meet the following criteria:

- (a) Be **necessary and reasonable** for proper and efficient administration of the project.
- (b) Be permissible under state and local laws and regulations and conform to any limitations or exclusions set forth in these principles, federal laws or regulations, other governing limitations.

- (c) Not be allocable to, or included as a cost of, any other state or federally financed program.
- (d) Be reduced by any “applicable credits”, such as purchase discounts, rebates, allowances, overpayments, or erroneous charges.
- (e) Not result in a profit or other increment to the applicant agency.
- (f) Be incurred on or after the effective date of the project and on or before the project termination date.

### 3.3 Administrative/Indirect Costs

Each LEMSA receiving a grant will be allowed either to direct cost all expenses or to claim a maximum of 10% Administrative/Indirect Cost (figured only on personnel/benefits). A LEMSA that chooses to utilize the 10% method will be required to submit to the EMS Authority an indirect cost rate plan identifying all items included in the 10% with their proposal. **Each LEMSA choosing to use the 10% method will not be permitted to direct claim any of the indirect/administrative costs identified below:**

- Accounting
- Budgeting
- Communications
- Legal Expense
- Maintenance & Repairs
- Motor Pools
- Space (Rental)

### 3.4 Typical Allowable Costs

This section contains an alphabetical list of typical costs that are generally eligible for reimbursement under the Federal Block Grant funds. This list is not meant to be all inclusive. **All allowable costs must be directly related to achieving the objectives and must be explained in the budget detail/narrative.** Specific information concerning allowable costs may be obtained by contacting the Contracts Manager at the EMS Authority.

#### Accounting

The cost of establishing and maintaining accounting systems required for the management of a grant is allowable. The cost of preparing payroll and maintaining necessary related wage records is allowable.

Costs for the recruitment, examination, certification, classification, training,



establishment of pay standards, and related activities for grant programs are allowable.

**Note:** The cost of maintaining central accounting records required for overall state or local government purposes, such as appropriation and fund accounts by the treasurer, controller, or similar officials is considered to be a general expense of government, and is not allowable except to the extent, if any, that acceptance of the grant directly increases the costs.

### Advertising

Advertising costs are allowable for recruitment of personnel required for the grant, solicitation of bids for the procurement of services required, or for other purposes specifically provided for in the grant agreement.

### Budgeting

Costs incurred for the development, preparation, presentation, and execution of the project budget are allowable.

### Communications

Communications costs incurred for telephone calls, mail, messenger service, and similar communication expenses are allowable.

### Employee Benefits

Employee benefits in the form of regular compensation paid to employees during

<b>Example:</b>	Retirement	11.65%
	Health	7.65%
	workers Comp.	2.74%
	OASDI	6.20%
	Dental	1.02%
	Life Insurance	2.74%
		32.00%

periods of authorized absences from the job such as vacations, sick leave, court leave, military leave, and similar absences are allowable provided they are pursuant to an approved

leave system. Employee benefits in the form of employer's contributions to social security, life and health insurance plans, unemployment insurance coverage, workmen's compensation insurance, pension plans, severance pay, and the like are also allowable. The total fringe benefits may not exceed 32% of salaries.

## **Employee Salaries**

Employee salaries for services rendered during the period of performance under the grant agreement are allowable provided that the cost for individual employees is reasonable for the services rendered. Per the State Contracting Manual Section 3.17.1 A, salaries may not exceed state salaries for comparable positions. Identify the monthly, weekly, or hourly rates, and personnel classifications. **Reminder:** The costs to be paid by special project funds for portions of a specific position, when added to costs for portions of the same position to be paid by other Federal Block Grant funds and State General Fund grants, may not exceed 100% of the total cost of the position.

## **Equipment**

**Equipment is defined as an item costing \$5,000 or more.** Only the cost of equipment necessary to carry out the grant project is allowable. Federal law limits the use of the funds for the purchase of equipment. EMS agencies may not use federal block grant funds to pay for health care operational costs or for EMS system equipment, except that funds may be used for the payment of not more than 50% of the costs of purchasing communications equipment. Equipment to be purchased must be itemized and discussed in the budget detail/ narrative.

**Note: All equipment purchased with funds received through this contract will become the property of the State of California and must be tracked and accounted for.**

## **Legal Expenses**

Legal expenses required in the administration of grant programs are allowable.

## **Maintenance and Repairs**

The costs for utilities, insurance, security, janitorial services, elevator service, upkeep of grounds, necessary maintenance, normal repairs are allowable to the extent that they: (1) keep property (including Federal property, unless otherwise provided for) in an efficient operating condition, (2) do not add to the permanent value or property or appreciably prolong its intended life, and (3) are not otherwise included in rental or other charges of space.